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# MEMO

October 25, 2004

TO: Transportation Summit Planning Team

FROM: Safety Action Team

SUBJECT: Proposed Implementation Plan to Address Priority Safety Actions Items

As a result of the Transportation Summit, held December 2003, the Safety Action Team has developed implementation plans regarding the four safety action items assigned to this team:

1. Provide information and education for road authorities regarding low cost/high benefit safety improvements.
2. Expand/enhance partnerships of all transportation stakeholders to find ways to use technology to reduce crashes.
3. Continue education for drivers and non-drivers beyond initial license requirements and increase enforcement.
4. Define and improve data collection.

Each of the implementation plans (attached) is similarly structured and provides the following information:

- Background – additional issues (identified by the planning committee) that provide more insight about the action item.
- Current activities – recent (past/present) activities being carried out that in some way address the action item.
- Outstanding issues – issues that still need to be addressed.

Finally, the action team is proposing that the most appropriate group to oversee the implementation of these plans, and monitor them, is the Governor's Traffic Safety Advisory Commission (GTSAC).

This commission was formed by an Executive Order from the Governor in 2002 (replacing the Michigan State Safety Commission) to serve as the state's major forum for identifying key traffic safety challenges, and developing and implementing action plans to address these issues. In addition, the Commission focuses on promoting greater traffic safety on public roadways, and improving traffic crash data acquisition, storage and management issues within the state. The Commission, through interagency cooperation, is committed to reducing traffic crashes, injuries and deaths in Michigan by promoting effective safety programs.

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# MEMO

The GTSAC is comprised of representatives from the departments of Community Health, Education, Secretary of State, State Police, Transportation, Office of Services to the Aging, Office of Highway Safety Planning, and the Office of the Governor. There are also three representatives of local government appointed by the Governor.

While the GTSAC has not formally accepted this proposed, since they are in the midst of reorganizing their committee structure, they have included it as part of this reorganization and prioritization of traffic safety issues.

If you have any questions, please contact Chuck Mills (moderator) at 517-347-3676.

## **Action Item #1 – Provide information and education for road authorities regarding low cost/high benefit safety improvements.**

The Safety Action Team proposes that this task should be discussed with all of the advisory teams but more focus be given to the Intersection Safety Task Force and the Traffic Safety/Engineering Advisory Committee (TSEAC). These two groups have updated or developed resources for safety stakeholders (i.e., Intersection Safety Action Plan, Michigan Traffic Safety Fundamentals Handbook, Establishing Realistic Speed Limits booklet).

### **Background – issues identified by the Summit Planning Committee**

- Develop a management process that will address major crash problems by effectively integrating engineering, education, EMS, and enforcement.
- Assist in determining the most effective combination of strategies to deploy at the state and local level.
- Provide guidebooks that contain proven, low-cost, quick fix strategies.
- Are there conflicts between safety and roadway design standards?
- Better data (action item #4) is tied to this issue in order to determine benefit /cost.
- Need for a local champion/safety advocate or program (i.e., MPOs, TIA).
- Need to look at a lot of “best practice” models in other states and countries that have lower fatality rates.
- Focus on intersection safety (identified as one of the most dangerous places for traffic crash occurrences – national, state, and local).

### **Recent Activities**

- *American Association of State Highway and Transportation Official’s (AASHTO) Strategic Highway Safety Plan ([safety.transportation.org](http://safety.transportation.org))* - The goal of the Strategic Highway Safety Plan is to reduce the annual number of highway deaths by 5,000 to 7,000 and to do so cost effectively and in a manner acceptable to the general public. Included on this Web site, the National Cooperative Highway Research Project (NCHRP) is developing a series of guides to assist state and local agencies in reducing injuries and fatalities in targeted emphasis areas. The guides correspond to the emphasis areas outlined in the AASHTO Strategic Highway Safety Plan. Each guide includes a brief introduction, a general description of the problem, the strategies/countermeasures to address the problem, and a model implementation process.
- The Michigan Department of Transportation (MDOT) is developing a “Michigan Strategic Highway Safety Plan.” This plan will use the AASHTO strategic plan as a starting point and will be tailored to the particular safety issues of Michigan. The engineering aspects of the plan are being implemented by the department as they are being developed. A proposal has been presented to the Governor’s Traffic Safety Advisory Commission to join MDOT in this effort, which will bring the aspects of enforcement, education, and emergency medical services into the Michigan plan as well.

- MDOT has announced a new initiative to assist local agencies in their efforts to improve traffic safety. MDOT is developing a new Lansing Traffic and Safety Unit that will be dedicated to assisting local agencies. The support services will include compilation and analysis of highway crash data, joint field investigation of sites, and development of alternative countermeasures to reduce crashes. This focus will be on engineering treatments to improve safety.
- *United States Road Assessment Program (USRAP)* – USRAP is a cooperative effort involving the AAA Foundation for Traffic Safety, AAA Michigan and the Michigan Department of Transportation to develop maps of the relative accident risk of specific roadway sections and to develop ratings of the safety features of specific road sections. Ultimately, USRAP has two goals. The first goal is to make motorists more aware of the relative safety risks of the roads they use. The second goal is to assure that strategic safety improvements to the roadway system are rationally based on consideration of accident risk. USRAP is currently a pilot program in several states funded principally by a grant from the AAA Foundation for Traffic Safety. For more information please visit the AAA Foundation website at [www.aaafoundation.org](http://www.aaafoundation.org)
- *AAA Michigan Road Improvement Demonstration Program* - In 1996, AAA Michigan developed the AAA Road Improvement Demonstration Program (AAA RIDP). The AAA RIDP is a public/private partnership designed to enhance traffic safety by reducing the frequency and severity of crashes at high-risk urban intersections. This program is based on engineering research that has shown that strategically placed traffic signals with larger heads for improved visibility, adjustments in signal timing for better traffic control, improved signage, pavement markings, dedicated left-turn lanes and protected green signal arrows will contribute to reduced numbers of crashes in urban areas. Working with state, county and city partners, AAA Michigan has implemented these relatively low-cost engineering changes at hundreds of intersections in Detroit and Grand Rapids to date with hundreds more still in the works. The results? An overall reduction in crashes by over 25% and, even more importantly, a reduction in injury crashes of more than 40%. For more information please contact AAA Michigan Community Safety Services at e-mail address: [communitysafety@aaamichigan.com](mailto:communitysafety@aaamichigan.com)
- *Michigan Traffic Safety Fundamental Handbook* - the Traffic Safety Engineering Advisory Commission of the Governor's Traffic Safety Advisory Commission (GTSAC) has finalized, published, and distributed a Michigan Traffic Safety Fundamental Handbook (MTSFH). The purpose of this handbook is to improve safety education, increase the level of knowledge about the basic causes of crashes and reinforcing the link between highway-design decisions and safety. Copies were sent to all Police Departments. As funds become available they will be provided to cities, counties and other interested parties. An electronic copy can be viewed from the Web at: [www.michigan.gov/msp/0,1607,7-123-1593\\_3504\\_21777-84464--00.html](http://www.michigan.gov/msp/0,1607,7-123-1593_3504_21777-84464--00.html).

- *Intersection Safety Action Plan* - in 2002, the Governor's Traffic Safety Advisory Commission (GTSAC) identified Intersection Safety as one of its three main issues to address. The GTSAC created an Intersection Safety Action Team and, using the national agenda as a guide, developed the Michigan Intersection Safety Action Plan (ISAP). Issues and strategies from the national agenda were carried forward into the Michigan plan, as well as other issues and strategies not mentioned in the national plan. The Michigan plan was further enhanced by the addition of near-term action steps. The goal of this Intersection Safety Action Plan is to outline a course of action that, when followed, targets a reduction in the number and severity of intersection-related crashes in Michigan by 2009. An electronic copy can be viewed from the Web at: [www.michigan.gov/documents/Michigan\\_ISAP\\_Final\\_Approved\\_86622\\_7.pdf](http://www.michigan.gov/documents/Michigan_ISAP_Final_Approved_86622_7.pdf)
- *Assessing Community Traffic Safety (ACTS) tool* - the purpose of the ACTS tool is to assist communities in taking the first step in problem and solution identification. It provides community coalitions a means of identifying their resources (assets) to address traffic safety problems (deficits). The ACTS requires the identification of a coalition facilitator who will take the lead in encouraging members of the coalition and other key community leaders to complete the various surveys in the tool.

The tool consists of 21 surveys which coalition leaders and their members distribute to those groups and individuals central to solving community traffic safety problems. For example, individuals in law enforcement, the courts, community planning, education, the media, the general community, major employers, health departments, MSU Cooperative Extension and youth are asked to give their opinions about the extent to which traffic safety assets are in place to fight various deficits. A profile can then be developed and used to create a Safe Community Asset Development Plan (ADP) for building key community traffic safety assets.

The ACTS is available on the web at [www.townssafety.com/actsweb](http://www.townssafety.com/actsweb).

- *Safe Communities, Michigan* Safe Communities is a program that invites local community leaders, organizations and citizens to work with the Michigan Office of Highway Safety Planning (OHSP) to prevent traffic crashes, violence, and substance abuse in their communities.

The benefits of becoming a Safe Community include:

- Potential decrease of traffic crashes, injuries and fatalities
  - Savings in health care costs
  - Local data to document the need for traffic and other safety improvements
  - Opportunities for funding of a traffic safety prevention program
  - Increase in community spirit
- *Safe Communities Services Center (SCSC)*, [www.nhtsa.dot.gov/safecommunities](http://www.nhtsa.dot.gov/safecommunities) - offers materials, technical assistance, and advice to Safe Communities coalitions as well as to individuals and organizations that want to start a coalition.

Nine agencies within the U.S. Department of Transportation are working together to promote and implement a safer national transportation system by combining the best injury prevention practices into the Safe Communities approach to serve as a model throughout the nation. The USDOT established the SCSC to serve as information and technical assistance marketplace to advance Safe communities nationwide. The Center provides one-stop shopping for local community needs for materials and resources related to building and strengthening Safe Communities.

- *Michigan NETS* - provides information, products and services that improve the safe driving behavior of all employees. Since its inception, Michigan NETS has been successful in promoting traffic safety in the workplace and now has over 800 members. Michigan NETS was created in 1994 by the State of Michigan, Office of Highway Safety Planning (OHSP) with the assistance of the National NETS organization. Michigan was one of seven pilot states in 1994 who adopted the philosophy of bringing together private and public sector officials interested in reducing loss of life and the economic costs of on-and-off-the-job crashes. Over the last seven years, Michigan NETS has encouraged businesses in the state to establish or expand work place traffic safety programs in their own organizations and communities.

#### Program Goals

Reduce loss of life, injury and property  
Lower health care costs  
Reduce workers' compensation costs  
Improve productivity

Lower operating costs  
Reduce absenteeism  
Improve quality of life for the employee and the community  
Improve employee morale

#### Education Issues

Notify the community at large where safety information can be found on the web.  
Conduct Seminars  
Develop a Speakers Bureau

### **Outstanding Issues**

- Develop a coordination/communications plan
- Incorporate with ongoing statewide regional safety planning forums
- Develop a training program and materials for local planning and zoning commissioners, elected officials, planning staff and transportation professionals on methods, procedures and standards for site plan and design review to improve safety internal to private developments during the development review process, as well as considering property access points to the public roadway other transportation system components. Work with MSP, ITE and other professional organizations to disseminate these materials statewide to every planning and zoning commissioner, local elected official and other planning and transportation professionals.

## **Action Item #2 – Expand/enhance partnerships of all transportation stakeholders to find ways to use technology to reduce crashes.**

The Safety Action Team proposes that this task be discussed with the Intersection Safety Task Force as well as the rest of the advisory teams however, other groups better suited for assisting with this collaboration of technology stakeholders (relevant to safety) include: Michigan ITS, Michigan Signal Summit, MDOT's ITS Steering Committee, Metro Detroit Incident Management Coordinating Committee, Regional ITS Architecture facilitators, and Automotive OEMs.

### **Background – technology issues identified by the Summit Planning Committee**

- Where we need to go! Integrate the 4 E's.
  - Automotive and transportation engineering. NHTSA's use of Electronic Recording Devices (ERD).
  - Leverage technology (ITS, GPS, OnStar)

### **Recent Activities**

- *The Governors Traffic Safety Advisory Commission (GTSAC)* - was established by Executive Order in May of 2002. Members of this Commission consist of the Departments of Community Health, Education, State, State Police, Transportation, Office of Services to the Aging, plus three local representatives appointed by the Governor. The GTSAC meets on a bi-monthly basis and communicates via an electronic list-serv that includes several hundred members. The GTSAC meetings are open to the public.

Included within the GTSAC are several groups representing a broad range of traffic safety professionals/advocates throughout Michigan. At the time the GTSAC was formed, several task teams were created to address specific issues that were identified as traffic safety priority issue areas. They are: Elderly Mobility, Intersection Safety and Traffic Records. Each one of these teams developed or are in the process of developing and implementing action plans to address their specific issues. In addition, a Legislative report is given at each meeting to keep the Commissioners and attendees informed on those issues that affect traffic safety. Most recently, a Planning and Evaluation Advisory Group was formed to monitor Michigan's traffic crash data and make recommendations to the GTSAC as to those traffic safety areas that require additional analysis and/or should be given high priority by Commission agencies.

- *Statewide Safety Conscious Planning Forums* - the Office of Highway Safety Planning has been working with MDOT and the Metropolitan Planning Organizations (MPO) on a Safety Conscious Planning project for the past two and one-half years. This project began as part of a national level project that was started as a result of the passage of TEA-21 which required state and local departments of transportation and MPOs to consider safety as a planning factor. As part of this project, each MPO

region within the state held a traffic safety forum during FY2003. At each forum, the regional traffic crash data was presented. In addition, these forums brought together traffic safety partners within the region to discuss traffic crash issues and begin looking at solutions. Finally, OHSP, MDOT, and FHWA are partnering once again with the Michigan Association of Regions to conduct safety forums in the rural areas of the state similar to what the MPOs did last fiscal year. One or two of these forums will be conducted yet this year with the remainder areas of the state to be held in FY2005.

- *Michigan Signal Summit* – this group of stakeholders have come together to address the issue of retiming of traffic signals (regionally). Having said that they have also come to address other signal needs: capital, operating, and maintenance. Subcommittees have been created to address and develop strategies (both short- and long-term) regarding hardware, retiming (e.g., clearance intervals, use of all red intervals), coordinate goals, and discussion of rising issues and innovative improvements (box- vs. diagonal-spans, use of count-down pedestrian signals).
- *Incident Management* – southeast Michigan has an extensive collaboration of agencies utilizing technology to address roadway incidents. Lead by the Metro Detroit Incident Management Coordinating Committee these stakeholders utilize technology (cameras, pavement loops) to identify incidents, dispatch assistance (Michigan State Police, Freeway Courtesy Patrol, etc.), and inform drivers (through radio, the Internet, and changeable message signs) on current traffic patterns. Other partners include MDOT (MITS Center), MSP, FCP operators, and the Road Commission for Oakland County traffic operation center.
- *SEMSIM* – the Southeast Michigan Snow and Ice Management project joins the Road Commission for Oakland County (RCOC), Wayne County Department of Public Services, the City of Detroit and the Road Commission of Macomb County in a partnership that will benefit motorists in all four jurisdictions. The Suburban Mobility Authority for Regional Transportation (SMART) is also a partner, meaning that regional mass transit will also benefit from the project. SEMSIM represents the first time that four governmental road agencies have joined forces to implement such a project. SEMSIM is introducing cutting-edge technologies that will result in safer roads across the region and more efficient use of resources for the partner agencies. It is also minimizing the historic geographic, jurisdictional and institutional barriers between the four agencies.
- *Red-light Running* – is a cause of the most severe crashes at Michigan intersections but is also the subject of some controversial debate regarding the strategies to mitigate it. The use of unmanned monitoring devices (i.e., cameras) has surfaced from year to year but without legislation allowing for the violator to be ticketed via photographs this solution is not possible. Legislation has been proposed in the state but has never been enacted. However, some agencies have developed policies regarding the implementation of such cameras. Secondly, in the city of Troy (Oakland County) the road commission has allowed the installation of a device (“rat tail”) that



allows law enforcement officers to observe the light indications of a traffic signal from the opposite side of the intersection – so if a person runs the red light the officer will be able to observe the violation and apprehend the violator without also having to proceed through the intersection during the red. Finally, AAA Michigan and URS Corporation are studying the occurrence, issues, and solutions to red-light running in the City of Grand Rapids. This project is in the beginning stages.

- Rural ITS and 911 Needs – Approximately 60% of all traffic fatalities in Michigan occur on the Secondary Road System. Recognizing this, both the GTSAC and MDOT's ITS Strategic plan will focus on crash reduction and improvement of Emergency Medical Services in remote rural areas. In the future this may involve the expansion of communication systems such as cellular phones, ONSTAR type vehicle systems, GPS technology and the expansion of the rural 911 emergency systems. The focus will be on accident reduction and the expediting of response to accidents that do occur.

### **Outstanding Issues**

- Legislation
- Address the public's "big-brother's watching" perception
- Data sharing agreements

### **Action Item #3 – Continue education for drivers and non-drivers beyond initial license requirements and increase enforcement.**

The Safety Action Team proposes that this task be assigned to the following GTSAC advisory teams: Elderly Mobility Task Force, Michigan Truck Safety Commission, NETS Advisory Council, Driver Education Training and Licensing Action Team, Impaired Driving Action Team, Non-motorized Transportation Safety Action Team, and Public Information and Education Action Team.

### **Background – data issues identified by the Summit Planning Committee**

- Simple messages, repeat them often, this is how you obtain your goals.
- Guide drivers and pedestrians in a clear and positive manner.
- Public relations.
- Focus on behavioral change combined with traffic enforcement campaigns.

### **Recent Activities**

There are a limited number of specialized education and follow-up support services for older drivers and concerned family members. These include:

- *Area Agency on Aging I-B (AAA I-B) You Decide: Senior Driving Awareness Program (SDAP)* - the SDAP is an educational, peer support and counseling program designed to assist older adults with driving safely for as long as possible. The program also assists with identifying mobility options when driving is no longer safe. The program offers monthly education at eight locations in southeast Michigan. One on one assistance is available via phone and website at [www.aaalb.com](http://www.aaalb.com).
- *The Mature Driver Workshop* - sponsored by the Transportation Improvement Association of Oakland County offers driver training utilizing the AAA Michigan materials throughout southeast Michigan. The program also incorporates, Useful Field of View (UFOV) technology and has an on-the-road driver evaluation component. This is a low-cost, confidential program that runs two days with a third day of on-the-road evaluation.
- *AARP 55 Alive* - is offered throughout the state of Michigan as a low-cost driver education/refresher course. The program generally runs two days for four hours per day.
- *Local hospital driver evaluation and rehabilitation programs* - these programs are often not covered by Medicare, and can average \$400 per evaluation. Results from this type of evaluation may not be kept confidential.

## **Outstanding Issues**

- Coordinate with Secretary of State activities to develop a specialized education campaign to offer information on programs or services which: 1) keep older adults driving safely for as long as possible; 2) help older adults plan for future mobility needs in much the same way one plans for financial retirement needs; 3) assist older adults who are no longer able to safely drive.
- Utilize You Decide SDAP, and other driver training programs as a resource for law enforcement (OHSP) and judges who encounter older drivers at risk
- Review the education criteria required for new drivers in light of the fact that this function is no longer part of the school curriculum to determine if there is a standard training format that all private schools use
- Determine if the education available to new drivers could be beneficial to older drivers.
- Recommend to the GTSAC sub-committee that they make it a priority to support the development and expansion of driver education and other community resources to assist older drivers and families.
- Evaluate existing programs and resources develop or enhance a continuing driver safety education module and initiate a safety education campaign in partnership with local public health departments, the insurance industry, medical professionals, universities, advocacy organizations, professional associations (such as ITE) and others which stresses primary safe driving skills and which includes bicycles and pedestrian and other safety issues and can be disseminated by local public health departments, hospitals, the insurance industry and others.
- Develop responsible driver continuing education materials to be disseminated in university admissions materials, parent and student orientations and registration packets at public and private institutions of learning (public and private universities, colleges, community colleges, continuing education programs and others) which target high risk drivers and behaviors. Examples of other dissemination partners may include intermediate school districts, area aging offices, public health departments, parks and recreation programs, school superintendent's forums, libraries and others.

## **Action Item #4 – Define and improve data collection.**

The Safety Action Team proposes that the task of defining and improving data collection should be assigned to Traffic Records Coordinating Committee (TRCC).

### **Background – data issues identified by the Summit Planning Committee**

The general consensus of the comments made by the experts who presented to the Summit Planning Committee, regarding the topic data as it relates to safety, included:

- Monitoring safety is a data driven process
- Stressed the importance of timely and accurate data (accurate location information)
- Interagency cooperation plays a large part in the management of data
- “Statistics regarding street and highway accidents are so vital to any comprehensive understanding and treatment of the safety problem that their collection and analysis in every State and community are essential.” (National Safety Conference, Washington, DC, 1924)
- Use of new technologies (e.g., Internet)

### **Recent Activities monitored by the TRCC**

- *Crash Redesign Project (CPR)* - is a multi-agency initiative by the Department of State Police, State, Transportation and Information Technology to redesign and upgrade the state's traffic crash processing system. Improvements include streamlined data processing, improved coordination and sharing of crash data among state agencies, the ability of web based reporting for law enforcement agencies, reducing processing costs and an improvement in the quality of crash data, and certify the ability for agencies to electronically submit crash forms.
- *Law Enforcement Agency Management System (LEAMS) project* - is a state-of-the-art law enforcement agency management system. The Department of State Police has worked with local law enforcement agencies to develop the requirements for this new system. LEAMS will take full advantage of the latest technology. It is being developed to include at least, incident reporting, CRASH reporting, citations, intelligence reporting, and activity reporting modules. This future browser-based system is proposed to transmit data over the upgraded Michigan Public Safety Commission's 800 MHz radio system. Since open architecture will be used, it will provide the opportunity to integrate with many other records management systems, so information can be shared, allowing the criminal justice community to be more efficient and effective in solving crimes.

### **Outstanding Issues**

- Training (correctly filling out the UD10 form, how to use CPR and LEAMS)
- Funding (LEAMS hardware/software purchases)
  - Special projects (i.e., CPR, LEAMS, etc.)
  - Maintenance and Operations
- Changes to the UD10 form to improve on location.